

City of Maple Ridge

TO: Her Worship Mayor Nicole Read
and Members of Council
FROM: Chief Administrative Officer
SUBJECT: **Second Reading: Hammond Area Plan Bylaw No. 7279-2016**

MEETING DATE: November 21, 2016
FILE NO: 2014-009-CP
ATTN: C of W

EXECUTIVE SUMMARY:

On September 20, 2016, Council gave First Reading to Hammond Area Plan Bylaw No. 7279-2016. The Bylaw includes the Hammond Area Plan and the Hammond Development Permit Area Guidelines. On September 21, 2016, the Hammond Area Plan Bylaw was mailed as a formal referral to the following agencies:

- Katzie First Nation
- City of Pitt Meadows
- School District 42
- Agricultural Land Commission

Comments on the Bylaw were requested within 30 days of the date of the letter. Each of the above were contacted after the 30 days as a friendly reminder. To date, comments have only been received from School District 42.

The Hammond Area Plan Bylaw was also sent for information and comment to:

- Translink
- Metro Vancouver
- Fraser Health

Comments have been received from Fraser Health and included in this report (Appendix A). In addition, no comments have been received from the community after First Reading.

A legal review was also undertaken on the Hammond Area Plan and Development Permit Area Guidelines and solicitor comments have since been received and incorporated into the Bylaw. These comments are minor in nature and have not altered the meaning or intent of the Hammond Area Plan or the Development Permit Area Guidelines.

Staff have continued to review the content of the Hammond Area Plan and some minor changes and additions are proposed prior to Second Reading and these are discussed in the report.

RECOMMENDATION:

That Hammond Area Plan Bylaw No. 7279-2016 as amended be given second reading and be forwarded to Public Hearing.

1.0 BACKGROUND:

The Hammond Area Plan process entered Phase V, Plan Approval, upon Council granting First Reading to Hammond Area Plan Bylaw No. 7279-2016 on September 20, 2016. Five phases made up the Area Plan process and updates have been provided to Council through each phase.

Phase I:	Neighbourhood Context
Phase II:	Public Consultation
Phase III:	Draft Hammond Area Plan (Preliminary Concept Plan)
Phase IV:	Area Plan Endorsement (Concept Plan)
Phase V:	Plan Approval

Considerable public consultation was undertaken through this process and significant input received. Updates within each phase have also been provided to the community through the #MyHammond webpage on the Maple Ridge website, Facebook, Twitter, Instagram, YouTube videos, and to an email list of subscribers.

Just prior to First Reading, notifications were posted on the Hammond Neighbours Facebook page and an email sent out through the subscriber list. The #MyHammond webpage was updated after First Reading and no comments have been received from the community at this time. Similar notifications that were sent out for First Reading have also been sent prior to Council's consideration of the Hammond Area Plan Bylaw a second time.

2.0 FORMAL REFERRALS:

Section 475 of the *Local Government Act* (formerly Section 879) requires that Council give consideration to whether consultation is required with specific organizations and authorities. In the March 3, 2014 Hammond Area Plan Scoping Report to Council, the following agencies were identified for formal consultations through a referral of the Area Plan Bylaw after First Reading:

- Katzie First Nation
- City of Pitt Meadows
- School District 42
- Federal and Provincial government and related agencies

For the final bullet above, only the Agricultural Land Commission was identified as a senior government agency requiring consultation on the Hammond Area Plan.

Prior to preparing the Area Plan, Maple Ridge staff met with the Katzie Chief, council members, and band staff on June 13, 2016 to discuss the Hammond Concept Plan. Subsequent to that meeting the following policy was developed and included within the proposed Hammond Area Plan:

- 3-8 The Hammond area is part of the Katzie First Nation's traditional territory and many artifacts may still remain from Katzie activities over the past hundreds of years. Maple Ridge will work with Katzie First Nation to create a process for ensuring that applications for new development undertake an archaeological review, wherever warranted, in accordance with the *Heritage Conservation Act*.

Referral packages containing Hammond Area Plan Bylaw No. 7279-2016 were mailed out on September 21, 2016 to all of the identified agencies. Staff contacted the Katzie First Nation on October 17, 2016 and sent a follow-up email on November 3, 2016, with an offer to meet and discuss the Area Plan policies. No response has been received to date.

Two emails were sent to the Agricultural Land Commission (ALC) (October 17 and November 1, 2016), with a phone message left on November 3, 2016. The ALC has acknowledged receiving the formal referral package, but no further response has been forthcoming.

School District 42 responded to the referral with an email, on November 9, 2016, stating that they will need exact numbers on the specific forms of housing to project student needs over the evolution of the plan. Estimates of the total number of units within each housing form were emailed to School District 42 on November 10, 2016 and staff will follow-up to determine if further information or discussion is needed.

Communications with Pitt Meadows on October 18 and November 1, 2016 confirmed that the package was received and that staff would endeavor to provide comments.

Should any comments be received from the above agencies following Council's second reading of the Bylaw, such input can be reflected at public hearing.

2.1 Other Agencies

The Hammond Area Plan Bylaw package was also sent to the following additional outside agencies for information and comment on September 29, 2016:

- Translink
- Metro Vancouver
- Fraser Health

Comments have been received from Fraser Health and are included as Appendix A. Generally, Fraser Health is supportive of the content and policies of the Hammond Area Plan and they include four bullet points to enhance the language in the Bylaw. The language enhancement is appreciated from a health perspective and was seen to reinforce many of the directions set out already in the Plan. Specifically, the Hammond Area Plan policies are aimed at creating a compact and healthy community for Hammond residents over the long-term and as such, the intent aligns with the comments received from Fraser Health. Fraser Health did not provide any specific comments on the Development Permit Area Guidelines.

3.0 LEGAL REVIEW

The Hammond Area Plan and the Development Permit Area Guidelines were sent to the City's solicitor for a legal review after First Reading and comments received have been incorporated into Hammond Area Plan Bylaw No. 7279-2016. Generally, most of the comments provided were to improve policy wording ensuring alignment between policies and existing regulations, and ensuring alignment between the Hammond Area Plan and the Development Permit Area Guidelines. While modifications have been made to policy language for improving clarity, no policies have been deleted or added as a result of the legal review. Similarly, with the Development Permit Area Guidelines, some wording has been modified to improve clarity, but the intent remains the same. One area for improving clarity within the Development Permit Area Guidelines involved the identification that the Guidelines shape more than form and character. Drawing on language under Section 488 (formerly 919.1) of the *Local Government Act*, the Guidelines clearly state the intent to take on a wider sustainable perspective, including the:

- Protection of the natural environment, its ecosystems and biological diversity;
- Protection of development from hazardous conditions;
- Revitalization of an area in which a commercial use is permitted;
- Establishment of objectives for the form and character of intensive residential development;
- Establishment of objectives for the form and character of commercial, industrial or multi-family residential development;
- Establishment of objectives to promote energy conservation; and
- Establishment of objectives to promote the reduction of greenhouse gas emissions.

This information has been added to the "Overview and Purpose" section on page 1 of the Development Permit Area Guidelines.

4.0 PROPOSED CHANGES TO HAMMOND AREA PLAN BYLAW

Staff have continued to review the content of the Hammond Area Plan Bylaw to ensure it aligns with existing regulations and bylaws, as well as those under development. Prior to Second Reading, the following changes have been made to Hammond Area Plan Bylaw 7279-2016:

Hammond Area Plan:

- The projected population and unit count at build out was calculated and incorporated into Section 1.4, Assumptions and Target, of the Area Plan using 2011 census data and persons per household information provided by Metro Vancouver. The unit count was determined using the land area and the units per hectare permitted under each land use form. Recently, this work was reviewed and refined for the update to the Maple Ridge Development Cost Charge (DCC) Bylaw, currently underway, and the projected population and unit count numbers differed somewhat from what was originally calculated. The population projection was originally calculated to be approximately 12,700 at build-out and the DCC work calculated a population projection of approximately 11,000 people at build out. The total unit count was originally calculated at 5,000 units and through the DCC review, the unit count totaled 5,700. In an interest of retaining consistency between bylaws, it has been determined that the most recent review, will be utilized for the Hammond Area Plan. The Area Plan has been updated with the most recent figures. It is important to note that these are projections only and will be monitored over the lifetime of the Area Plan.

- Policy 3-1 suggests using Community Amenity Contributions as a mechanism for funding projects within the Hammond neighbourhood, in accordance with Council Policy 6.31. A policy language change is proposed prior to Second Reading to amend the language to reflect the challenge of tracking City-wide Community Amenity Contributions generated within the Hammond area and then allocating the funds to the Hammond Area. The initial intent was to establish a funding source to help enhance informal trails in Lower Hammond and possibly other neighbourhood precincts. Since First Reading of the above Bylaw, it has been determined that a more appropriate mechanism for funding Hammond trails is the Development Cost Charge Bylaw, which is currently being reviewed for an update. The policy wording for Second Reading is now proposed as follows:

3-1 Community Amenity Contributions, or other levies and charges, collected through new development, within the Hammond Area Plan boundaries, may be utilized within the Hammond neighbourhood and be applied in accordance with the policies or regulations that enable the type of contribution, levy, or charge made.

- Policy 3-40 is related to the Infill General Employment designation and additional language is proposed to help ensure compatibility of new development with existing surrounding uses, particularly residential. The proposed policy wording for Second Reading now includes the addition of items a) and b), with items c) through d) re-alphabetized accordingly, is as follows:

3-40 Lands within the Infill General Employment designation are located in close proximity to residential areas and compatibility with adjacent use is important. Incorporating the following elements into site and building design within the Infill General Employment designation is encouraged:

- a. Block sizing is reflective of surrounding uses;
- b. Building forms are appropriately located on site and scaled in consideration of adjacent developments;
- c. Principal buildings within the Infill General Employment designation are Permitted to a maximum height of 3 storeys;
- d. Attractive landscaping, including fencing/screening, should be provided along the perimeter of the site;
- e. Outdoor storage and refuse/recycling areas should be well-screened with attractive landscaping and fencing, particularly those visible to roadways and/or adjacent residential areas.

- A new policy is being added to the Infill General Employment designation, with a renumbering of subsequent policies, to encourage appropriate transitional buffering of the typically higher intensity light industrial use with adjacent lower intensity residential uses.

3-41 Integrate infill industrial developments with surrounding residential and non-residential activities through the use of appropriate transition of uses.

- Appendix A – Zoning Matrix has been updated to include:
 - RM-1 Townhouse Residential zone, under the Low Density Multi-Family Designation
 - H-2 Hammond Village Commercial zone, under the Hammond Village Commercial Designation in concurrence with the new zone proposed in a separate Council report; and
 - M-6 Hammond General Employment zone, under the Hammond General Employment designation in anticipation of a new zone coming forward on this through an active development application.
- The look of the Hammond Area Plan has been updated with formatting and photos that align with the look and format of the Official Community Plan.

Development Permit Area Guidelines:

Beyond the wording modifications discussed in Section 3.0, Legal Review above, no further changes are proposed.

Addition to Section 5 of Bylaw 7279-2016:

- The addition of the following item to the Bylaw, which will be inserted in Chapter 8 of the Official Community Plan, sub-section 8.2 Application and Intent:
 - 8. Hammond Development Permit Area Guidelines pursuant to Section 488(1)(a)(b)(c)(d)(e)(f)(h)(i)(j) of the Local Government Act for property within the Hammond Area as identified on Schedule B of the Official Community Plan. The Hammond Development Permit applies to Low Density Multi-Family, Medium Density-Multi-Family, Infill General Employment, and Hammond Village Commercial land use designations and development.

5.0 NEXT STEPS:

Upon Council granting the Hammond Area Plan Bylaw Second Reading, the Bylaw will be forwarded to the January 2017 Public Hearing. Legal notification requirements will be made, with a newspaper advertisement prior to the public hearing date in accordance with Section 466 of the *Local Government Act* and Notice of Public Hearing Bylaw No. 3348-1984. Additional notification will be sent through social media and email, as well as an updated posting on the #MyHammond webpage.

CONCLUSION:

The Hammond Area Plan Bylaw package has gone through further refinement since First Reading and additional work has been undertaken in the meantime to consider implementation; specifically, the drafting of a new zone, the H-2 Hammond Village Commercial zone. This zone is discussed in a related Council report.

The Area Plan and the Development Permit Area Guidelines will have significant influence on how the neighbourhood evolves and develops over the next 20 to 30 years. The community has participated extensively in this process through a variety of mechanisms and their input has been immensely valuable to the Plan's content. It is anticipated that the Hammond Area Plan Bylaw will be brought to Public Hearing in January, where the community will have one more opportunity for comment.

"Original signed by Lisa Zosiak"

Prepared by: Lisa Zosiak, M.R.M., MCIP, RPP
Planner 2

"Original signed by Christine Carter"

Approved by: Christine Carter, M.PL, MCIP, RPP
Director of Planning

"Original signed by Frank Quinn"

Approved by: Frank Quinn, MBA, P. Eng
GM: Public Works & Development Services

"Original signed by E.C. Swabey"

Concurrence: E. C. Swabey
Chief Administrative Officer

Appendix A: Letter from Fraser Health, dated October 26, 2016
Appendix B: Hammond Area Plan Bylaw No. 7279-2016



APPENDIX A

October 26, 2016
Lisa Zosiak
Planner
City of Maple Ridge
11995 Haney Place
Maple Ridge, BC V2X 6A9

Sent by e-mail

Dear Ms. Zosiak,

RE: Hammond Area Plan

Thank you for allowing Fraser Health the opportunity to provide comments on the Hammond Area Plan. We are pleased to see that current plan incorporated previous feedback we provided on the Hammond Preliminary Concept Plan. We understand the importance of this comprehensive area plan in shaping the future and growth of the Hammond community through land use and development. The design of a community is an essential component of its residents' health and well-being. Local governments are key stakeholders that can create a built environment that supports a healthier community and helps reduce the risk of chronic disease.

Fraser Health focuses on five key physical features of a Healthy Built Environment (HBE): Healthy Housing, Healthy Neighbourhood Infrastructure, Healthy Transportation Networks, Healthy Food Networks, and Healthy Natural Environments. The following feedback has been separated into these five principle areas and provides an assessment on how the Hammond Area Plan addresses them.

Healthy Housing

We are pleased to see that the plan has set out a policy that addresses the housing needs of people with varying income levels, ages, and disabilities. Policy 3-7 (*Special needs housing incorporated within the Hammond neighbourhoods located close to public transit, shopping and services*) aligns with the HBE concept of having accessible housing. Older residents in communities which are not "location-efficient" (ie. not well connected to essential services) are less likely to leave their house, visit the doctor, or make other essential trips¹. As well, it is encouraging to see that the policy includes having flexible living units that accommodate people with physical disabilities, which is vital to improving the health of all residents.

Mixed housing forms can help to increase residential density and proximity around commercial and essential services; the Hammond Plan's designation of Low and Medium density multi-family units is a key component of accomplishing this. The multi-unit structures proposed in the plan, such as duplex, townhouse, and low rise apartment forms, can increase the quantity of affordable residential units and meet the needs of lower income households².



Healthy Neighbourhood Infrastructure

The changes to neighbourhood design outlined in the plan provide numerous opportunities to have a complete, compact, and connected neighbourhood design. We support efforts to create an interconnected community which can help to improve social and mental well-being³. This is emphasized through Policy 3-46 of the plan which aims to *“enhance connectivity throughout Hammond and create links with parks and other points of interest”* through the use of mixed use neighbourhoods in all areas of Hammond. The pedestrian oriented commercial hub of shops and services along with the new developments can enhance both existing built form and neighbourhood character, and promote a sense of belonging and aging in place.

It is encouraging to see that the Hammond Plan includes infill development, as listed in Section 3.2.3 (Infill General Employment). This use of underutilized lands adjacent to residential areas can help to create a compact neighbourhood that encourages active transportation, such as walking and cycling. We are also pleased to see that Policy 3-39 in this section emphasizes that businesses in the infill development area will only be *light industrial* and must not generate “significant traffic noise, fumes, or odors”, all of which is part of traffic related air pollution (TRAP) which can lead to respiratory illnesses⁴.

Healthy Transportation

The Hammond neighbourhood profile from the “My Health My Community” (2015)⁵ survey indicated that 82% of respondents in Hammond commute by car, 12% by walking or cycling, and only 6% via public transit. We encourage further efforts to prioritize active transportation as well as increased accessibility to public transit. Increased physical activity is vital to reducing the risk of chronic disease, such as obesity.

We are pleased to see that the Hammond plan has incorporated previous comments on emphasizing active forms of transportation, as evident in policy 4-3 (*“where new developments are proposed, pedestrian and cycling connections should be improved or created”*). The presence of safe and accessible walking/cycling routes is particularly important for promoting physical activity and healthier lifestyles. The MHMC survey also indicated that 34.7% of respondents are obese (Body Mass Index/BMI >30). Increased walkability in neighbourhoods has been associated with decreased BMI levels and reduced risks of chronic disease. Efforts to ensure transportation networks are accessible to all was also previously mentioned on the feedback for the Hammond Preliminary Concept Plan and so we are pleased to see that policy 4-1 explicitly states that those with wheelchairs, strollers, mobility devices, as well as all families and seniors, will be *“accommodated [for] in the design of sidewalks, public plazas, and other public spaces”*.

It is also encouraging to see the incorporation of secure bike lock-up/storage areas for both multi-residential units as well as commercial buildings (Design Permit Area Guidelines 2.3.3 and 3.3.4); lack of adequate cycling infrastructure has been cited as the main deterrent to cycling as a viable transportation method.⁶



Healthy Food Networks

The consideration of identifying suitable space for a community garden in Hammond (as outlined in policy 3-47) is encouraging, as it can stimulate an increase in food literacy, or one's knowledge about the impacts of food choices on their health and environment. Community scale food infrastructure and services can aid in cultivating social connectivity and encouraging healthy behaviours; this is important because there are a slightly lower percentage of Hammond residents consuming 5+ servings of vegetables and fruits per day (22.4%) compared with the rest of Maple Ridge (23.8%) and Metro Vancouver (24.9%) as a whole.¹

Healthy Natural Environments

We are pleased to see that efforts have been made to ensure that natural landscapes are retained as much as possible, and enhancement of green space being prioritized. The retention of this open space and natural landscaping is paramount to protecting biodiversity. Current research shows a relationship between biodiversity and various facets of our ecosystem, such as improved water quality, soil health, and pollination, all of which are required to sustain life⁷.

We also support the plan's proposal to make existing parks more open and accessible, which helps facilitate physical activity.

Recommendations:

- Provide a health linkage to the mixed housing forms that the plan discusses. Under 3.1 Residential, Guiding Principle #2 can include: "A range of housing forms and tenures promotes demographic diversity, **nurtures social engagement, and can improve mental health and well-being.**"
- Include policies that support access to healthy food options such as: locating food retail stores close to residential so that fresh produce is readily available and accessible, and supporting local food production, sale and distribution opportunities
- Include discussion of safe road design, which can include a variety of opportunities (ie. incorporating curb extensions, marked pedestrian crosswalks, reducing crosswalk distance) to reduce the incidence of motor vehicle collisions and increase road user and pedestrian safety.
- Include discussions which connect community design and planning to health and chronic disease prevention to further support the Vision for a healthy community

Overall, the Hammond Area Plan has taken steps to incorporate several Healthy Built environment principles. Specific recommendations have been made to further expand on these principles within this community. We are pleased to be given the opportunity to provide feedback on this plan and look forward to being involved in future opportunities and initiatives in which we can apply a public health lens. If you have any questions regarding Fraser Health's comments feel free to contact me at (604) 949-7264.



Sincerely,

Alexander Lui, B.Sc., B.Tech., CPHI(C)
Fraser Health
Healthy Built Environment Program

Sources Used

¹ National Conference of State Legislatures. (2011). Aging in place. Retrieved from: <http://assets.aarp.org/rgcenter/ppi/liv-com/aging-in-place-2011-full.pdf>

² Provincial Health Services Authority (2014). Healthy Built Environment Linkages: A toolkit for Design, Planning, Health.

³ Aurand, A. (2010). Density, Housing Types and Mixed Land Use: Smart Tools for Affordable Housing. *Urban Studies* 47(5):1015-1036

⁴ Matt F, Cole-Hunter T, Nieuwenhuijsen M, et al.(2016). Acute respiratory response to traffic-related air pollution during physical activity performance. *Environment International*;97(1):45-55

⁵ My Health My Community. (2015). Hammond Neighbourhood Profile

⁶ de Souza A, Sanches S, Ferreira M. (2014). Influence of Attitudes with Respect to Cycling on the Perception of Existing Barriers for Using this Mode of Transport for Commuting. *Procedia Social And Behavioral Sciences*: 111-120.

⁷ Peri P, Lencinas M, Martínez Pastur G, et al. (2016). Biodiversity and ecological long-term plots in Southern Patagonia to support sustainable land management: The case of PEBANPA network. *Journal For Nature Conservation* 34(1):51-64.

CITY OF MAPLE RIDGE BYLAW NO. 7279-2016

A Bylaw to amend the Official Community Plan Bylaw No. 7060-2014

WHEREAS Section 477 of the Local Government Act provides that the Council may revise the Official Community Plan;

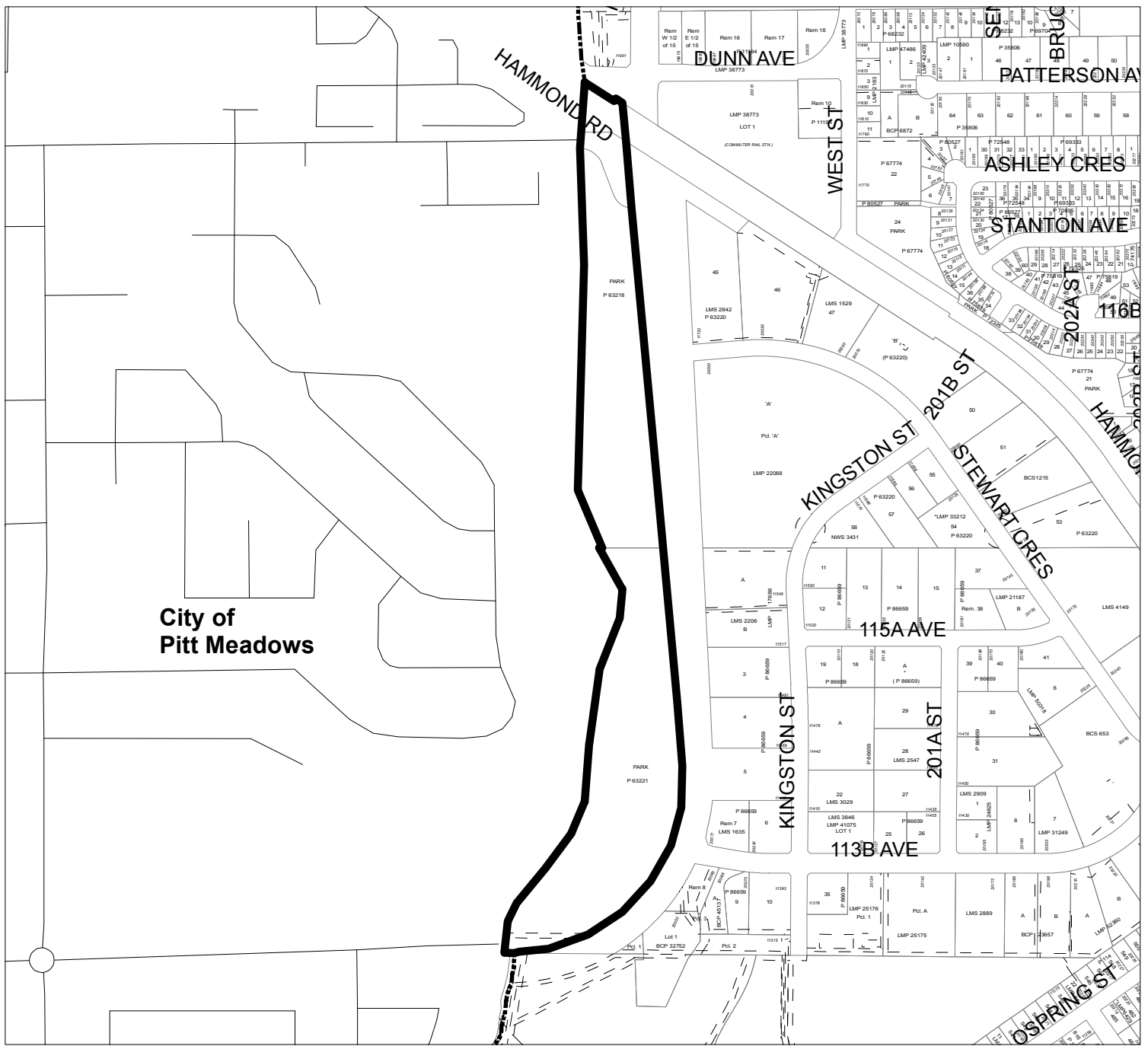
AND WHEREAS it is deemed expedient to amend Schedules “A”, “B”, and “C” to the Official Community Plan;

NOW THEREFORE, the Municipal Council of the City of Maple Ridge, enacts as follows:

1. This bylaw may be cited for all purposes as “Hammond Area Plan Bylaw No. 7279-2016.”
2. **Schedule “A”, Table of Contents** is amended as follows:
 - a. To add the following after 8.12 Wildfire Development Permit Area Guidelines:

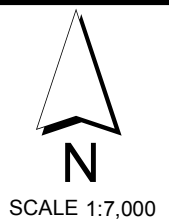
“8.13 Hammond Development Permit Area Guidelines”
 - b. To add the following after 10.4 Town Centre Area Plan:

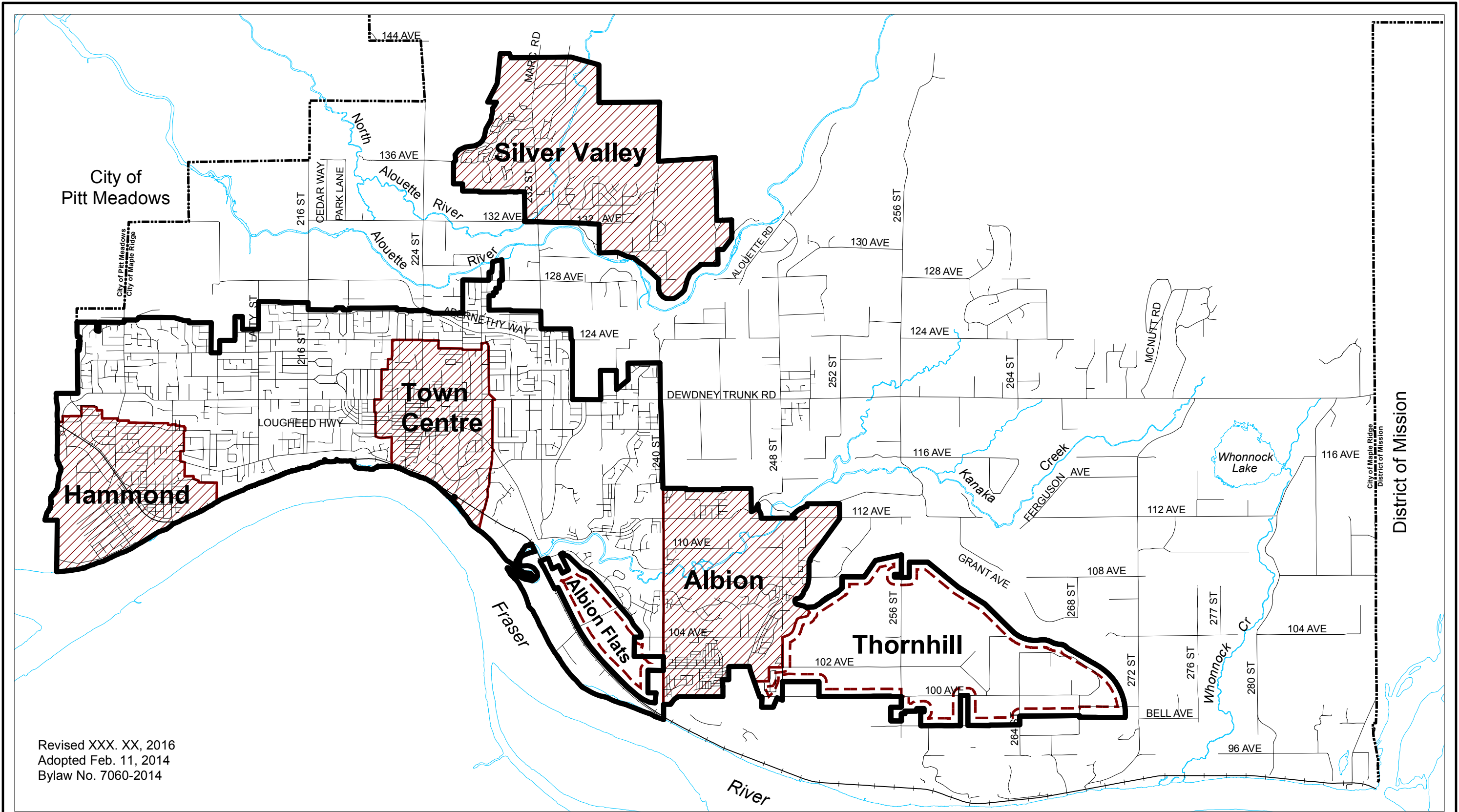
“10.5 Hammond Area Plan”
3. **Schedule “A”, Chapter 6, Employment, sub-section 6.3.8 Historic Commercial** is amended as follows:
 - a. To add the following sentence to the end of policy 6 - 38:
“Specific land uses and policies to guide long range planning and development for Hammond and Port Haney are within their respective Area Plans, the Hammond Area Plan and the Town Centre Area Plan, which are imbedded in the Official Community Plan in Chapter 10, Area Planning.”
4. **Schedule “A”, Chapter 10 Area Plans** is amended as follows:
 - a. To add “Hammond Area Plan” to Section Title Page after Town Centre Area Plan
 - b. By the addition of the Hammond Area Plan, a copy of which is attached hereto and forms part of this bylaw as Schedule 1 in correct numerical order.



MAPLE RIDGE OFFICIAL COMMUNITY PLAN AMENDING

Bylaw No. 7279-2016
 Map No. 933
 Purpose: To Amend Schedule C
 From: Agricultural
 To: Conservation





	URBAN AREA BOUNDARY	AREA PLANS  CORPORATION OF THE DISTRICT OF MAPLE RIDGE PLANNING DEPARTMENT	
	EXISTING AREA PLANS		
	FUTURE AREA PLANS	JAN 16, 2014 Not To Scale Figure 6.	

